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INDIAN EDUCATION

AND ITS ADMINISTRATORS

SPECIAL REPORT

SCHOOL ADMINISTRATORS WORKSHOP

11

1957

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF INDIAN AFFAIRS
BRANCH OF EDUCATION

UNITED STATES
DEPARTMENT OF THE INTERIOR

Fred A. Seaton, Secretary

BUREAU OF INDIAN AFFAIRS

Glenn L. Emmons, Commissioner

BRANCH OF EDUCATION

Hildegard Thompson, Chief

Interior, Haskell Press, Lawrence, Kansas

Addresses Before
the General Sessions

By:

Hildegard Thompson, Chief, Branch of Education
W. Wade Head, Area Director, Gallup Area
Solon G. Ayers, Superintendent, Haskell Institute
Almira D. Franchville, Assistant Chief, Branch of Education
Louise C. Wiberg, Area Director of Schools, Portland Area
Henry A. Wall, Director of Schools, Navajo Agency
Dorothy G. Ellis, Coordinator, Field Technical Section

The Purpose of
Federal Schools
is to Bridge those Gaps.

FEDERAL schools

in the New Mexico
Education Department
Public Mission



Area Director speaks to workshop members

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Foreword

Key school administrators of the Branch of Education, Bureau of Indian Affairs, met in workshop sessions at Intermountain School, Brigham City, Utah, June 3 - 14, 1957. The purpose of the conference was to explore ways to raise the education level of educationally handicapped Indian people. Tribal representatives participated with the school administrators in this conference.

The addresses presented in this volume were delivered in general sessions by Bureau administrators. Each Area Director who could not attend wrote a message to be read to the workshop members. Excerpts from those messages are included in this volume.

Other volumes of the workshop report are:

A Summary Report

Indian Youth Today and Tomorrow
Addresses by Tribal Representatives

Basic Needs of Indian People
Papers prepared by 50 School Administrators

Indian Youth Look at Basic Needs of Indians
Papers written by 178 Haskell Institute
Commercial Students

The Role of the School Administrator in the School Program

Hildegard Thompson, Chief, Branch of Education

My assignment this morning is to give you my ideas about the role of the administrator in the school program. Before I get down to my task I would like to digress for a moment to talk about the nature of ideas. First, may I say that none of my ideas are strictly original. If I should stop to try to trace their family tree, no doubt I'd find many of them based in family, in school, in church, and in community experiences. If I think back, I suspect I'd find that parents, neighbors, teachers, authors I've read, friends and associates carried the candles from which many of these ideas drew their first spark of life and although they may bear faint family resemblances, I could not possibly identify their parenthood. Over the past twenty years, you yourselves have contributed much to my storehouse of ideas, because what I've learned about Indian education I've learned from the Indian people I've known and my associates in the Bureau. That places all of you in an untenable spot. If you take a dim view of what I know about Indian education, I can point my finger at you and say "You are to blame - you were my teachers."

Regardless of the origin either recent or remote, the ideas that I will now express have become a part of my thinking and my experience. I have worked them over and made them mine - but strangely enough once I give expression to them I can no longer lay full claim to them. In some way or another you will work them over - either by rejecting them, discarding, challenging, modifying or accepting and developing them. Then they are yours; and so the process goes, and where it stops nobody knows. Ideas are powerful if we let them set off chain reactions that finally result in constructive action. I would hope that ideas of each individual in this group will set off just such reactions; that they will spark new ideas in the creative minds of members of this group, with the result that each of us will depart from this experience intellectually refreshed and stimulated, more competent, and more secure in our knowledge of what we are trying to accomplish. The purpose of this group experience is to give each of us an opportunity to sharpen our thinking and improve our administrative skills through interaction with the thinking of others, and as a result to become more able individuals. In addition to the opportunity for self-improvement I would hope - and I offer this as a challenge - that out of this experience there would be produced a reservoir of thought of such quality that its impact will

give added momentum to the advancement of Indian people - advancement toward a way of life in the fabulous future as secure, as rich, and as meaningful as their traditional way of life has been. I hope that the tribal representatives who are here working with us will keep our thinking straight so that the work of this workshop will be practical and useful and will be helpful to you and to the Indian people with whom you work.

If we are to derive that kind of profit from this experience, and I'm sure we will, we must have a sincere respect for the ideas of the other person. We must be willing to examine and explore rather than sit in judgment over the ideas of others. Ideas explored, evaluated, developed, and put into carefully planned action are powerful.

Now I come to the topic - the role of the administrator in the school program. Naturally we are thinking about school administrators in the Bureau and Bureau school programs - but for a moment let us consider the topic on somewhat broader terms. Let us think of all school administrators everywhere, and all school programs. Let us also include in our consideration of school administrators all who operate and evaluate educational programs. What kind of people do we find in the field of school administration? I've tried to categorize them into a few broad categories.

My first category is the Incompetent. They are usually the administrators who are honest but limited. They are the piddlers and dawdlers. They never can get anything accomplished because they are unable to distinguish between the trivial and the important. They never delegate responsibility, because they don't know what to delegate and what to do themselves. Consequently, they handle each detail as it arises, and their staff sits back and waits for instruction. Usually they get into administration by a mistake, or through favoritism. They were mistakenly promoted from a more limited job, and even though they find themselves in an area of broader responsibility they continue to perform only at their former restricted level. This type of administrator does nothing for education. Usually he gets the school program in such a predicament that it falls to pieces unless he is replaced, or moved on, or unless somebody else carries his load.

My second category is the "Patter-on-the-back" type. They are the showmen. They get places on the basis of personality alone or they clown their way through. They have unlimited stores of affability and charm that can be turned on at the slightest excuse. If they are men they are usually "God's gift to women." If they are women - well, you give them a name. In their minds the sole qualification of a good administrator is a person who can get along well

with people. Consequently, they sincerely try to live up to that standard. They work hard at being all things to all people - a good fellow. They never come to grips with a problem if it means facing an unpleasant situation, or if it puts them in a position of detracting from their popularity. Either they ignore it if they can, or skirt it if possible, or they cleverly slip it on to the shoulder of some subordinate and then make him think they are doing him a favor by giving it to him. They often condone mediocrity in the self-interest of being well-liked - and they usually are well-liked.

In my third category, I have put the Career Seekers. Their primary interest is self-advancement, and often they will go to great lengths to put themselves forward. They play office politics. They will climb to the top over their friends. Usually their employees find them hard to work with, but their supervisors find them just the opposite. They are clever at detecting opportunities of playing one co-worker against another - if they figure they can make it add to their prestige. They will subvert principles in the interest of their own advancement. They are the boss' "Yes men". Their approach to any situation is first to think what the boss is likely to want, and then adjust program and principle regardless of what it does to the education of children. That saves them from the chore of doing any real thinking for themselves. A long-range goal means nothing to them. Their goal is expediency regardless of where it leads. Unfortunately many of them do get ahead but they do nothing to put education ahead.

My fourth category is the Solid Thinkers. They are the "Salt-of-the-Earth" type. They can distinguish between the important and trivial and put first things first. They keep their eyes on long-range goals, and they are alert to all moves that would detour or move education in wrong directions and away from established goals. They face their problems realistically and their judgments are grounded on facts and principles. Consequently, what they say to the boss is not always what he would hope to hear, but he can depend upon the depth of their judgment and the soundness of their thinking. He knows they do not jump to conclusions, and the advice they give is based upon careful deliberation. They are willing to make compromises, providing they do not set aside important goals or compromise sound principles. They can organize and plan and evaluate and keep programs moving forward in a coordinated way. They understand the proper relationships of their program to other related programs and to the public. They understand their relationship to the organizational scheme under which they must operate. They are respected by their employees on the basis of their fairness, and integrity - not solely on the basis of friendship. They have the skill of bringing out the best in each employee, and keeping all employees pulling together as a team. You can depend on them to move education consistently forward even though, in addition to their own load, they may

have to carry the dead weight of the Incompetents in their organization, and a good part of the weight of the Charmers, and the Career Builders.

All of us, of course, belong in this last category - or at least someone thought we should belong there.

Now that I've labeled us with the "Salt-of-the-Earth" label, I must describe our role.

Our primary role is one of influence. It is the role of the administrator:

First - to influence Indian people in such a way that they will become self-propelled toward higher and higher goals.

Second - to influence superiors and supervisors in the development of sound policies and programs that will further Indian advancement.

Third - to direct employees through the technique of influence in carrying out programs that result in Indian advancement.

Fourth - to influence public thinking toward deeper understandings of the problems and roadblocks Indians face in moving forward.

In my opinion, if we are to have lasting influence, here are some of the important qualifications we should have:

1. We should have vision. We should be able to keep our eyes lifted toward the stars. While attending to the immediate we should be able to keep in our sights long-range goals.
2. We should be knowledgeable. We should have a thorough grounding in the principles upon which sound education in this country rests. Out of our knowledge we should be able to develop, or assist in the development of plans and programs that lead consistently toward long-range goals.
3. We should have insight - to see and weigh the far-reaching implications of proposed actions.

4. We should be flexible enough to operate within defined boundaries, and adjust when the boundaries are redescribed for us by our superiors, or co-workers, or Indian people.
5. We should have a deep understanding of personalities that differ from us - we should not expect to mold others into our own image.
6. Lastly, and above all, we should have courage -
 - a. Courage to face up to problems regardless of their difficulty.
 - b. Courage to point out pitfalls in actions or programs that stray from long-range objectives or subvert basic principles.
 - c. Courage to point up poor performance when it exists.

I intended to describe an administrator as a person who is able and human. Now as I finish, I wonder if I have begun to approach the divine. Maybe I've set standards too high. If so, you set the standards you know we can reach keeping in mind the job we have to do which is to help Indian people bridge the gaps so that they may live fully now and in the fabulous future.

The Future of Indian Education

W. Wade Head, Area Director, Gallup Area

I would like to start out with the proposition that Indian young people are not spending their time looking back over their shoulders, and that we had better not, either, if we don't want to be left behind.

Let me turn that around.

The most rapid changes in the history of mankind are going on around us. After centuries in preparation, we are witnessing the coming to fruit of the revolution of machines, technical skills, and industrial management. We have passed the threshold of a tremendous new forward movement in the development of atomic energy. Where the world of atomic energy will take us in the next few decades is beyond my imagination to attempt to describe, much less to forecast.

The technical and cultural gap between the life of fifty years ago, and that of today's most advanced science is much greater than between the culture of the most primitive Indian group in the Southwest and our everyday life of this generation. Compare today's 2,000 mile-an-hour supersonic airplane with the great technical advance of 1907, the mass-produced Tin Lizzie, and you will see what I mean.

Progress has carried all of us along. The Indian people started farther back, both in their way of doing things and in their aspirations, but they too have moved along down the common path. Today, their pace of movement is as swift as our own, but from a slower start.

Preparation for this future we are moving into is an imperative need. We who are concerned with Indian education must step along with the times, or fail our responsibilities.

Specifically, we must assist these young people to be ready for the kinds of further training necessary to meet the new age. If we don't, others will be picking off the plums. As an example, our mathematics and science teaching must meet every test - it must be second to none.

In other years, part of our trouble has been lack of faith in Indian young people. Let me cite an example.

We have one of the best commercial schools in the country at Haskell, but in the past nearly all graduates have gone to the Bureau for employment as a matter of policy - because "They were not ready for outside competition!" This for some of the finest young people you will find anywhere!

I am impatient with this kind of thinking. Indian young people, with the proper kind of preparation, will average out with other youngsters. They will find their levels of ability and aspiration just as do other young people. We can be confident that some of them will reach the heights of achievement.

There is a new wind blowing across these reservations. Indian young people, too, are looking forward.

Listen to Rose Benally, a liberal arts junior at the University of New Mexico, speaking to a group of her peers at the New Mexico Annual Indian Youth Council:

"Life is pretty much a routine directed toward some more or less worthy first issue; and opportunities to raise our imaginations above the dike that surrounds us - dikes of habit, repression, fear of the unknown, prejudices or ignorance - are rare except in those who dare to experience. Here, as patterns and meanings of life have become evident to you, we may also make our pattern of life in our own way."

Directly to this point, are the remarks at the same meeting of Mabel Quintana, a freshman in the University of New Mexico School of Nursing:

"One of the best ways to achieve our goal in life is to have a good start at the beginning of our school career... To be successful, the youth of today must make careful preparation..... The idea of Indian youth graduating from high school and going to college is becoming part of our community thinking.

"Think about your goal and work toward it. We have to learn to think for ourselves and figure out what will help our future. There are four cornerstones of success. First is character, which we begin to build when we are little children and which begins to grow and develop with our minds and bodies.

"Second is initiative, which means the willingness to work on our own and without having anyone to watch over us.

Most failures could enjoy success if they were only willing to pay the price. But hard work alone is not enough. We need to find out what we are best fitted for and work toward that.

"Third is mastering our goals. We must thoroughly understand the work we are about to undertake and we must not give up. Whether we realize it or not, we are building a foundation on which our life structure will stand. Each good habit we acquire though life is our base and security.

"Fourth is purpose. The purpose we have in achieving our goals is something no one can take away from us. We must be determined to face every obstacle that confronts us, and we must have faith in ourselves. If anyone truly wants something, no obstacle is too great. We must not merely wish for these qualities. We must learn our weaknesses and try to overcome them so we will know what to do in important cases. In youth, we do not think much of money, but eventually we must face the future, and believe me, it is not easy.

"The world changes every day, and it is not enough for us students to merely accept it. We must prepare for the changes of the future and for the betterment of our people's welfare."

Finally, let me offer a few words spoken by Frederick Young of the College of Engineering, University of New Mexico:

"The destiny of the Indian devolves upon the actions of the many high school and college students and their tribal leaders. The development of highly skilled logical reasoning is one of the factors that should contribute to solution of the crucial problem of cultural change. This logical reasoning is one of the most valuable tools of any profession.

"Since it is important that some Indian students should study science, I mention some of the essential requirements. These include natural aptitude, enthusiasm, perseverance, patience, and particularly the ability to practice rigorous thinking, to think for oneself. The value of clear thinking is important not only in science, it is America's most powerful weapon against armed aggression; and most important, it is the safeguard against the downfall of the great Western Civilization. Furthermore, one should not be subject entirely

to the machinery of external discipline - examinations, etc. - but should direct his attention more to creative thinking and logical reasoning, which constitutes inner discipline."

These are the words of young people who have caught a vision of the tremendous age in which we live, and of the even more awesome future. These are the words of people confident in their own powers.

Our programs must fit their mood and their needs.

Our challenge is to provide the soil to nurture and strengthen this spirit of self-confidence, this truly American view of the future - the oyster served on a platter ready to be opened by strong and self-confident youth.

Less Than Half of Haskell Graduates Enter Government Service

Solon G. Ayers, Superintendent, Haskell Institute

After Mr. Head made his comments yesterday about the number of Haskell graduates who enter government service, several persons asked me about the matter. I was so interested in Mr. Head's speech at the time that I thought very little about his remarks about Haskell. I was especially pleased with the following statements: "Indian people should not spend time looking back over their shoulder..... There is a new wind blowing across the reservation."

Mr. Head and I have discussed the Haskell placement subject, and we agree that Haskell graduates can compete favorably with other workers - because they have been doing so for many years. The only question is whether too many enter government service. I should like to clarify a few points which have been raised by various persons.

The record shows that Haskell vocational graduates have had a 100% placement record for the past several years. The average starting salary is \$3,100 per year and most of the graduates receive substantial promotions from time to time. In order to maintain a 100% placement record, we use all avenues of placement both in government service and in private industry.

It should be noted that less than one-half of Haskell graduates enter government service. Only 43% of the 117 graduates in the 1956 class accepted government employment. Like anyone else these graduates take the best job that they can get. If a student is offered one job at \$3,000 and another at \$3,300, he will naturally choose the latter, if other conditions are equal. What would members of this group do under the same circumstances? It is very obvious what we did. One hundred per cent of us entered government service and no doubt all of us thought we were choosing the best job available at the time.

Most of our graduates are offered more than one job and some receive as many as five offers from government and business sources. If we prevail upon them to work for private industry, the government would have to recruit non-Indians for the positions that they decline. We advise students about employment opportunities but allow them to make the choice. I may not agree with the choice, but like Voltair, I will defend unto death their right to make it.

We don't think that 43% is too many to enter government service. Apparently, you don't either because you keep asking for Haskell graduates and that is just what we want you to do.

Overview of Bureau Schools

Almira D. Franchville, Assistant Chief, Branch of Education

When I began to organize my discussion I realized that it wouldn't be cricket to discuss only the good qualities of the schools' program, that every program has weaknesses and strengths and some "in betweens" and that a true overview would include all three. I also realized that we could give the field personnel all the credit for the praiseworthy qualities of the programs but we couldn't place all the responsibility for the weaknesses at their doorstep since we are all in this program together, personnel at all levels, school, agency, area, and Central Office. All have responsibility. Weaknesses in school programs may indicate weaknesses in the Bureau overall education program - when schools are criticized adversely such criticisms include Central Office operations as well. Field successes and accomplishments are also Central Office accomplishments - even though we would prefer to give field personnel the lion's share of credit for them, a part of the credit will inevitably come to the Central Office. We make up the Bureau's educational team.

As recently as the middle 40's the relationship between the Branch of Education in the Central Office to education personnel in the field was one of line authority. Since then the relationship has changed and Central Office personnel has responsibility, in a staff capacity, for the development and interpretation of policy, long-range planning, technical supervision, in-service training, evaluation and research. Line authority is centered at the area, agency, or school levels. Unfortunately the Central Office is located many miles from the programs which the Bureau operates in the field. The tie-up between the Central Office and the field isn't as close as it once was and undoubtedly there are times when field personnel feel that the Central Office people know little or nothing about what is going on in the field; that reports are only hastily read or not read at all. I'm going to try to show that verbal reports are not only listened to but considered; that written reports are not only read but studied. And the reports bring your accomplishments, your successes, your problems, your disappointments, and your frustrations close to us and, to the extent that it is possible, we try to give you credit and praise for your accomplishments and help with your problems.

I am not sure you have thought about the many ways in which we receive information about what is going on in the field. Therefore, I should like to list them briefly:

Written Reports

Evaluation
Area Monthly
Educational Specialists
Census
Special

Verbal Reports

Tribal Delegations
Visitors
Personnel of other Branches
Congressmen
Salesmen

Letters

Field Personnel
Congressional
Nongovernment organizations
Individuals

Memoranda

School Publications

Papers
Manuals or handbooks for employees and students
Annuals

Newspaper Items

Magazine Articles

Telegrams

Whether we know it or not, whether or not we like it, each school is constantly being appraised, and, by many people. There's the type of appraisal which, for want of a better term, we might think of as "First-impression or off-the-cuff appraisal," the kind of appraisal that takes place in the mind of an individual as he drives around the campus, spends a night or other brief period at a school, or takes the 50¢ tour through the buildings. His impression may be favorable or poor. The information he passes on may be helpful or harmful, correct or incorrect, but each individual evaluates in terms of his own interests and experiences. The health official may view the program in terms of health practices, facilities for caring for ill students, the cooperation he receives, etc. Parents may see it from the friendliness of the reception they receive when they visit, the kind of educational program they had experienced, the kind of care their children receive, the food they are served; the maintenance man may evaluate it from the excellent care a building receives or the number of window panes he has to replace, or the number of times he has to unstop the sewer. Townspeople may think of it as an asset or otherwise, based on the students' behavior when they come to town, the quality of work they perform when employed, or whether the athletic teams, the Indian dance programs, the glee club, or the band make a

worthwhile contribution to the life of the community. The Area Director, missionaries, visitors, both foreign and local, and a host of others all have criteria by which they decide whether the school is good or better or "not so good."

The other type of evaluation we might call grass-roots evaluation - the kind of appraisal that takes place when technically qualified educators, Bureau or State or County or other, individually or as teams, delve into the total school operation - the school program and how it is being carried out, the attitudes that are being developed, the morale of the staff and students, the work of various committees, the in-service training provided for the staff, and many other criteria.

And so it is, and I think this is the place to say, "Lo, the poor administrator." He is expected to operate a school or a group of schools that meet the criteria of both the professional and lay evaluators.

The administrator knows, meanwhile, that he can't please every individual or every group in the local area but he must live with and have good working relationships with these individuals and groups and he cannot completely ignore their opinions and suggestions. In fact he welcomes their suggestions and tries, insofar as possible, to conduct a program that will be compatible with their ideas and at the same time conform to Bureau policies, and meet the criteria agreed upon by top educators and such organizations as N.E.A., AASA, the U.S. Office of Education and the like. He needs their help and advice, and the good administrator seeks their assistance.

Perhaps we might consider what I am now going to do the preparation of our Report Card. It will be a colorful report card.

The markings for our report cards are divided into three categories and here a psychological approach will be violated in that we shall list first

1. Our weaknesses. This will leave the best till last.
2. Areas in which we have made marked progress.
3. Noteworthy accomplishments.

The weaknesses I shall mention do not exist in all areas, neither do they exist in only one area. There are probably others but it would not be possible to mention all of them. They are weaknesses that are common to many schools. They are not presented in a spirit of blame or adverse criticism because some of them can be remedied only through an increase in funds or the work of another Branch. On the other hand, some conditions can be improved through better organization, better supervision, or just planning for "first things first."

Please bear in mind that we are all in this together - we are a team - a big team, Central Office, Area, Agency, and School personnel, and we would not have an overview if we considered only the good things. So, here they are and please remember they are not "yours." They are "ours." They are presented in a spirit of objectivity and as areas to which we need to give considerable thought.

Weaknesses

Staff and community representatives not sufficiently used in program planning.

Standards of performance not established for positions other than teacher positions.

Home economics classes not offered for boys. Home mechanics not offered for girls.

Insufficient emphasis on development of communication skills in middle and high school grades.

Time of professional staff used to perform clerical duties, supervise or do janitorial duties, perform services other than those shown on their job sheets. Some of these are unavoidable. Our job is to see how we can decrease the time so spent.

Not enough up-to-date library books, magazines, and newspapers provided for students. Old, obsolete books not removed from libraries and classrooms.

Adequate facilities not provided for students to take care of their personal clothing.

Failure to provide sufficient follow-up on initial orientation and in-service training of staff.

Insufficient night coverage in dormitories. Inadequate guard coverage.

Information gained through follow-up of students inadequately used to strengthen the curriculum.

Too little emphasis placed on strengthening school's holding power.

Failure to make the best use of available manpower.

Areas in which there has been marked progress

Initial orientation and in-service training of personnel.

Yearly revision of and adjustments in curricula.

Securing better daily attendance.

Meeting the standards for students' meals.

Use of menus to promote food education and improve eating habits.

Decreasing sales of carbonated beverages to students.

Securing and maintaining accurate census records.

Improving the appearance and functional qualities of classrooms.

Securing appropriate equipment and machinery for carrying out programs - academic, vocational, and guidance.

Developing good public relations.

Preventing encroachment of other activities on the instructional time of students and staff.

Accreditation of schools.

Adherence to manual criteria for admission of students to Bureau Schools.

Getting students ready for transfer to public school programs.

Keeping staff informed on policy and program matters.

Placement and follow-up of students in schools with special programs.

Providing financial assistance for students who wish to extend their education beyond the high school - scholarships, grants, etc.

Testing program.

Noteworthy Accomplishments

To let you know that reports are studied, that we do understand your problems, and that we are very much aware of some of the excellent work that is going on, I have listed a few of the activities from various Areas which have been brought to our attention through reports, field trips and so on. I can't list them all; I wish I could. Some Areas and some educational specialists provide us with

more informative reports than others. I may not have selected those activities which the staff of that Area think are most outstanding. Possibly we do not even know about the most outstanding accomplishments and, much to our regret, we receive only limited information about the small schools and we know that many good things are going on in them, too.

An active PTA or other similar organization at every day school. A three-member education committee of the Tribal Council takes an important part in school and community activities.

School has a very effective public relations program.

School provides home mechanics courses for girls and home economics courses for boys.

Agency has developed a special program for exceptional children. A school has developed a program which provides special help for children who have speech, sight, and hearing defects.

One agency has made considerable progress in development of Standards of Performance for all education positions.

Thirty-six teachers from 25 isolated villages participated in a sanitation workshop to develop ways to improve sanitation practices in the village.

At one school employees volunteered to train 25 boys for position of camp counselor when unexpected opportunities became available to them.

Central Office, Area, Agency, and local personnel have participated in a curriculum workshop in each of the past three years.

A new bookmobile which serviced all the villages and schools of one agency made available to children and adults more than 200 books, 121 film strips, and 50 phonograph records on a rotating basis.

On the campus of one school the staff of a nearby college conducted an in-service training program for guidance personnel during the school year.

Through a conservation project carried out by one school under the supervision of Land Operations 50,000 trees have been planted.

During the past year several schools were admitted to the Regional Associations of Colleges and Secondary Schools. Another school was voted into the Interscholastic Association for the first time.

A large day school had an outstanding attendance record of 97% for the year.

An exchange program of one school made it possible for 180 students to visit the homes of non-Indian students, and for the non-Indian students to visit the Indian students. Received award from Freedom Foundation for bringing about better understanding among groups.

The papers of two schools have received national recognition during the last school year.

Characteristics of a Good School

The characteristics listed on this chart have been used by some organizations as criteria to evaluate schools. Do you think we could use the same criteria?

The characteristics of a good school are:

Program

The program is based on increasing understanding of the child, the discovered needs, interests, and abilities of the child and recognition of the requirements of competent democratic citizenship in the world. The program improves the quality of community living.

Personnel and Plant

Provides for personal and professional growth of qualified staff. The plant, equipment, and materials further the program for children and community.

Planning

Planning is continuous and cooperative.

"Our Instructional Program - How It Can Be Improved"

Louise C. Wiberg, Area Director of Schools, Portland Area

We are happy to have this opportunity to review workshop proceedings to acquaint the Educational Specialists with what we have been doing, and giving them some background for the next two days' work.

The Educational Specialists have joint responsibilities on the teams of which we are all members. It is to them that we look for help in curriculum, for assistance in further training of a teacher; they are builders of morale and instruments of communication. They aid us in the selection and use of classroom materials. They teach new techniques. This group had a workshop in January for sharpening their skills; we hope ours have been sharpened similarly.

We have talked this week about the nature of ideas. We have taken a good look at present policies and programs and we have learned how some ideas have been translated into action. Mrs. Thompson told us early in the session that ideas set off chain reactions. When expressed, they no longer were ours. Instead, they belonged to those who heard and developed them. In one of our sessions she learned how one of her ideas expressed years ago had developed into the Navajo scholarship program.

We have spent time in appraisal of our instructional program. In it we have found things we think good. Some others are not so good. All of us believe our program can be improved.

People in our instructional program are our most important resource and the key person in each school situation is the administrator. Mrs. Thompson's categories have been reviewed and I think we are in agreement that, on the whole, Bureau school administrators are a highly dedicated group who do creative thinking, who delegate authority and then follow up. I say this at the risk of falling into Mr. Head's "apple-polishing" category.

The average educational level of minority groups, including Indians, is said to be the 5th grade. The average for the population as a whole is the 10th grade. Thus, even by hastening the instructional improvement process, we have a long way to go.

We have read and heard a great deal in this workshop about the complexity of our world and how schools are under obligation to be involved. Schools must adjust to far-reaching changes and there

probably never was a more favorable time for improving our instructional program. This responsibility falls on all school personnel but heaviest on teachers.

In the Bureau, therefore, we need to attract the best qualified teachers we can find. To do this we must have better recruitment programs which will include personal interviews at colleges and also at various points in the field to meet prospective candidates who have come from public school positions and who qualified through examination. We should not overlook the new Federal Service Employee Entrance Register and we might give consideration to a teacher pool such as that used on the Navajo.

We need to pay better salaries and, we might add, promotional steps within the grade so that those who wish to remain in the teaching field will not after a few years come to a financial dead-end. Many positions should be upgraded to make them comparable to salaries paid in various good public school systems with a differential arrangement for those who work in isolation. But with higher salaries, we also must have higher standards for teachers.

Teachers should be relieved of clerical and janitor work. Adequate and more attractive housing should be provided, with the best quarters located in isolated areas.

Mrs. Franchville emphasized the importance of giving new teachers orientation and help with techniques. Further help and guidance should be provided through frequent classroom visits, informal talks with teachers, making accessible pertinent professional materials, demonstration teaching, and review of new texts.

Children are the raw material with which we work and we therefore must constantly evaluate and revise curricula in terms of their needs. Much follow-up of students is desirable.

Because of limited facility in English, language arts must be emphasized to a greater degree. We now do quite a good job of this in primary grades, one not quite so good in the elementary grades, and poorest in the upper grades. We must further emphasize proper work habits, respect for law, civic responsibility, and the use of leisure time and its carry-over value.

Preschool programs for Indian children, especially in public school areas, would help the child make the transition from Federal to public schools.

An extended school year might be advisable, especially in areas affected by seasonal labor. Summer youth camps and supervised tours are desirable as instructional aids.

Greater stress should be placed on guidance. Although it is a service which requires personnel with special knowledge and skills, this program should have the cooperation of other employees who should be taught some guidance techniques.

Schools can provide experiences in public relations and we have a heavy responsibility in this. As Dr. Beggs puts it, "Everything we do at school constitutes public relations." On one reservation Indian and non-Indian children exchange home visits. State education people often are included in recreational events on this reservation. Newspaper and radio publicity can be helpful in getting things across to the public.

Schools can develop confidence in the individual. They can instill pride in accomplishment of good things. They can motivate and stimulate children to go out and seek jobs, not merely to accept jobs others find for them.

Each State has responsibility to all of its citizens and this, of course, includes Indians. Bureau policy is to facilitate transfer of Indian children from Federal to public schools as soon as there is mutual readiness and as soon as practicable. This process may involve many problems, especially if Indians have been pressured into quick decisions.

Mutual readiness should be a guide line if transfer is to succeed. In some areas no serious problems arise due to a practiced approach to integration in which people have developed right attitudes and built friendships over a long period. Familiarity with State programs, becoming acquainted with State and local school people concerned are of vital importance. So also are participation in voting, P.T.A.'s, and school district matters, such as serving on school boards. These are all basic experiences in civic responsibility.

There are among Indians as well as other groups many under-educated men and women who either have lacked educational opportunities or have not availed themselves of opportunities that have come their way. Some of these people may be able to reach their potentialities through adult education programs which should receive the full support of local jurisdictions and schools.

In the field of health, schools must share responsibility with authorized health agencies for bringing sanitation into the Indian home and community, and for safeguarding the health of children.

Higher education is of paramount importance and such programs merit our continued interest and support. Although scholarship

programs are increasing, especially among tribes, we see a need for a much greater coverage through supplementary resources including scholarships from colleges, industry, and other private sources, as well as Bureau grants, particularly in areas having no scholarship resources of their own.

The Commissioner's often-quoted three main objectives are: (1) Better Education, (2) Better Health, (3) Economic Betterment. Without better education, health and economic betterment will be impossible to achieve.

In closing I should like to quote the conclusions reached by the Hoover Committee in its report on Indian Education which reads:

"The cost of education Indian children will be heavy until at least one full generation has been well educated, but the cost of not educating them is greater still."

The Future - What Will It Be Like?

Henry A. Wall, Director of Schools, Navajo Agency

Ignorance is a far greater handicap to an individual than it was 20 years ago and an uneducated populace is a great handicap to a nation. Judging from what the other panel members have stated, it seems certain that ignorance will be an even greater handicap in the next 15 years during which time changes in the world will be taking place with increasing rapidity.

We can be certain that to live successfully in the future, more education than ever before will be needed for each individual so that he can develop to the fullest extent possible within the framework of our industrialized democratic society.

Before considering what should be stressed by the schools to meet the needs of today and tomorrow, it might be well to list some of the knotty problems which have been facing education and for which no satisfactory solutions have been found. A few such problems follow:

1. There are not enough classrooms to accommodate the children of school age. Many of the existing facilities are inadequate as to size and quality.
2. There is a great shortage of qualified, competent teachers. Classrooms in which there are inferior teachers are places merely to keep young people, not to educate them.

The shortage of teachers affects the entire manpower situation. There are shortages, too, in the following: college teachers, scientific research, engineering, executive, supervisory, and health services personnel.

At the same time there is an under-used potential of manpower principally among the following groups: illiterates, minorities, women, retired and older people.

3. The problem of dropouts is a pressing one. Only about 60% of American youth finish high school and a little more than one-half of the top 20% of our high school graduates goes to college. A much smaller percent finishes college.

4. There are still children who either do not attend school at all or have attended very little. In 1950 there were $2\frac{1}{2}$ million illiterates in this country and in addition there were approximately 7 million functionally illiterate who had not progressed beyond the fourth grade.
5. Even though, by and large, the present group of young people are the best, there is an alarming increase in juvenile delinquency.
6. The schools have not taught effectively enough the wise use of leisure, functional civic responsibility, worthy home and community membership, and the development of moral and spiritual values so important in character building.

We are very proud of the many outstanding accomplishments of our schools even though the programs offered have not adequately met all the needs of America's children.

Certainly the school program must be flexible enough to adjust to the needs of this rapidly changing world. The needs of the child must determine the kind of program offered. Continuous evaluation will be necessary to determine if the program does what is needed for the child.

In order to successfully meet the challenge of helping today's children to make their best development for current and future living, the following need to be stressed more by the schools:

1. Fundamental Skills

Schools should do a better job in teaching the fundamental skills of reading, writing, numbers, listening, speaking, and observing as basic preparation for any career. These fundamentals need to be given more attention also in high schools and colleges.

2. Motivation

Many dropouts would not occur if students were made aware of the values of the subject matter taught in their present and future life. Schools have the responsibility of providing experiences that will challenge the brightest as well as will enable the dullest to contribute. Youth must be made to understand that there is a need for their services and that they face the challenge of many worthy jobs to be done.

3. Vocational Skills

The teaching of vocational skills is important. It should be remembered, however, that technical and vocational skills are best utilized only where other skills of wholesome living are present.

4. Character Education

In a democracy every individual has dignity and worth and is important. He has an obligation to himself and society to be informed, have emotional health, a balanced outlook, the ability to work on a team, to be reliable, have integrity, alertness, and vision.

Schools must develop a climate that will give these things as well as a sense of personal freedom, achievement, belonging, and contribution to the group.

5. Moral and Spiritual Values

Schools should provide experiences that will give practice to moral and spiritual values and help to make them attractive ways of life for youth. Such values constitute a primary source of our strength as a people and will enable us and our youth to face the future, looking forward to its great promise; and will give us the confidence and strength to see things through when fears and confusion threaten.

6. Power to Think

Educational offerings should stimulate and develop in the child the power to think constructively, critically, and creatively. These abilities will aid him in his efforts to adjust to the incredibly rapid rate of technical and social changes which will occur.

7. Civic Responsibility

School programs need to provide opportunities for each child to become an effective, loyal, participating citizen. The understanding should be developed that hand-in-hand with the privileges he enjoys as a member of our democratic society go the responsibilities which will perpetuate our way of life. Some of these are: to try to see the role of our country in world affairs and his place in the picture; to demonstrate in his activities that he has a respect for law; to realize that it is important that he keep himself informed, that he vote in local, State, and national elections; and that he support churches, schools, and worthy civic endeavors.

8. Wise Use of Leisure

Schools need to do a better job in preparing students to use more wisely their leisure time. Certainly the wise use of leisure will be a great problem in the decades ahead. Solving this problem can add dimensions of enjoyment and grace to the life of each individual. School programs should make available a wide range of activities which will make each child a real participant. The activity is especially useful if it causes the individual to expand his interests, if it develops creativity, and if it can be continued most of his life.

9. Human Relationships

The school program should provide activities that will help a child to get along better with members of his family and his community. Every child needs to have some knowledge of homemaking skills, to respect the rights of others, to contribute his best efforts toward raising and maintaining family standards. He needs to participate in the recreational and social life of his community. This will help him to make friends and help him to feel that he belongs. Courtesy, co-operation, and a respect for the rights of others must be a part of everyday living if desirable human relationships are to be maintained.

10. Guidance

Schools have a responsibility for providing necessary guidance for each child. Since every school employee who comes in contact with a child has an influence on his development, it is important that in-service training in providing guidance services be given to the entire school staff. Schools have the mission of helping every pupil to feel a sense of responsibility for the fullest possible development and use of the talents he has. He needs to feel the challenge that there is a great need for his services, that there are many important jobs to be done, and that he should choose a vocation suited to his capacities. He must be helped to see that the need for decision exists, and be helped to meet the occasion as wisely as possible.

11. Public Relations

If the schools are to be successful, they must have the full support of the communities they serve. The faith of people in the school must be renewed. The school personnel should use creative ideas in informing their various publics about the fascinating things that go on in the school program. School officials should take the lead in consulting with parents and lay citizens, thus giving them frequent opportunities to share in making decisions concerning the school program. When people know what the schools are doing by hearing, seeing, and sharing in the making of decisions concerning them, they will find their faith justified and renewed.

12. Adult Education

In the times that loom ahead, our country cannot afford to have any individual under-educated. The schools have a responsibility for promoting programs that will offer opportunities for the many illiterates and members of minority groups to participate in activities that will enable them to raise their level, enrich their lives, and make them more useful, contributing citizens.

As we consider all the things the schools should accomplish, we are faced with the feeling that it is impossible to teach everything. The problem, then, becomes more one of developing in the learner good habits of work and attitudes that will have broad transfer value; of teaching the individual how to think and learn; of equipping him with the technic for finding answers and solutions to problems not yet materialized.

We can draw comfort and confidence in the words of John Von Neumann regarding this rapidly changing world: "Can we produce the required adjustments with the necessary speed? The most hopeful answer is that the human species has been subjected to similar tests before and seems to have the congenital ability to come through, after varying amounts of trouble. To ask in advance for a complete recipe would be unreasonable. We can specify only the human qualities required: patience, flexibility, intelligence." 1/

In "Indian Education" No. 296, Mrs. Thompson, Chief, Branch of Education, wrote as follows: "The education task in this country calls for deep and sober thought on the part of everyone. The thinking on the part of those of us engaged in the education of Indians must be even deeper and more sober. Can we rise to the occasion? We not only can - we will."

Not only will Indian schools successfully meet the challenges facing them, but the other schools in the United States will, too.

1/ Von Neumann, John, "The Fabulous Future," p. 47.

Idea Into Action

Dorothy G. Ellis, Coordinator, Field Technical Section

Ideas must be born, developed, and put into action before they are of any value. Two of the many programs in the Branch of Education are going through these steps. These programs are: (1) evaluation of schools; (2) setting up of tentative standards for Bureau boarding schools. Although they are seemingly different phases of the education program, they are closely interrelated and the second was definitely an outgrowth of the first one.

Evaluations of Schools

It is impossible to point to any one special time and say that the idea of the evaluation of schools was born. From the beginning of Bureau schools, reports have been made which was a method of evaluating a particular phase of the program. These reports seldom expressed the opinion of a group.

In October 1952, a committee of seven made a pilot study at the Stewart Boarding School in Nevada. This was an inspectional visit rather than an evaluation of the school according to set standards. It did, however, cover all phases of the program.

As a result of this work, in September 1953, a committee consisting of Central Office personnel worked with the superintendent and the department heads at Chemawa Boarding School in Oregon in setting up points to be covered in evaluating the school. Similar evaluations were undertaken in November of that same year at the Fort Sill and Riverside schools in Oklahoma. At this time all of the staff participated and it became a self evaluation set up as follows: (1) Problems; (2) Program to Date; (3) Suggestions for Improvement.

Follow-up evaluations at Fort Sill and Riverside schools in May 1954, were carried on. The discussion at that time was focused on the progress that had been made under "Suggestions for Improvement."

At this point it was necessary to make definite plans for future evaluations. A committee reviewed all of the work done up to that time and studied the B.I.A. Manual. Standards for the evaluation of schools were set up. Since that time the pattern has changed very little. A team made up of members from the Central Office, together with the Area and Agency offices work with the local staff in on-the-job evaluation of all phases of the school. Under each standard there

is first a discussion of what is actually being done at the school, followed by recommendations from the group of what needs to be improved. A rather detailed report is prepared following the discussion and each employee is furnished with a copy. As a final step, after a period of time, the local group discusses the recommendations and a follow-up report is prepared showing progress that has been made.

Schools that have had group evaluation to date are as follows:

1954 - 55	Fort Sill, Riverside, Chilocco, Eufaula, and Sequoyah
1955 - 56	Pine Ridge, Flandreau, Standing Rock, Phoenix, Pima Day School, and Chemawa
1956 - 57	Wingate, Pine Ridge Day School, Mt. Edgecumbe, Albu- querque, and Santa Fe

Purposes of evaluation are to determine:

- (1) Are we receiving full value for the money spent in Indian Education? What is the relationship between money that is appropriated and how it is spent? This will provide data for budget justification.
- (2) Are Bureau policies being observed?
- (3) Are Bureau objectives being achieved?
- (4) Are Indian children receiving education which will enable them to live successfully?
- (5) What are the strong and the weak points of the educational program?
- (6) Is the educational program administered in conformity with Civil Service regulations and other general government-wide regulations?

Tentative Standards for Bureau Boarding Schools

Before an idea can be born, there must be a felt need. The evaluation of schools showed that we did not have well-defined standards for some phases of the work and, as a result, schools were often falling short of reaching a standard that had never been clearly stated.

In an effort to meet this need, standards were prepared covering the four big phases of boarding school operation: (1) Administration; (2) Instructional Program; (3) Guidance and Dormitory; (4) Feeding. These were broken down to: (1) Staffing; (2) Equipment and Supplies.

These standards were mimeographed and distributed the summer of 1956. They were reviewed by Area and Agency personnel, then returned for further clarification. Every report was carefully checked and, wherever possible, suggestions were incorporated. It wasn't possible to use all of the suggestions because some of them were local. The tentative standards are now ready for a second review by people who are working closely with the problem. It is hoped that they will be reviewed very critically and only the standards that are acceptable for a long-range program will be accepted. The others should either be enlarged or deleted.

There is a very definite budget implication in the standards. Once they have been clearly defined there comes the question of the per capita cost to reach the standard. This involves a study of what has been spent in the past and what additional money will be needed to bring the different operations up to standard. Because of this, anyone receiving the standards should be very certain that they will meet the needs of the school.

Messages from the
Commissioner of Indian Affairs
and
Area Directors

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF INDIAN AFFAIRS
Washington 25, D. C.

May 31, 1957

Memorandum

To: Hildegard Thompson, Chief, Branch of Education
From: Commissioner
Subject: Attendance at the School Administrators Workshop

I have reviewed the program for the school administrators' session to be held at Intermountain School in June. I would like very much to be present at these meetings since that would give me an opportunity to become better acquainted with each of the Indian leaders and each of the school administrators attending, and at the same time give them an opportunity to tell me firsthand about the problems they meet in carrying on our educational program at the field level. It is with regret, therefore, that I must advise you that I cannot attend. I would appreciate it if you would express my regrets to the assembled group.

We have made great strides in education in the past few years. I appreciate the efforts of the employees and the cooperation of the Indian people which has made that progress possible. I realize also that this achievement could not have been possible without the support and teamwork of every individual in the program. Will you please convey to the school administrators, and through them to the employees who work under their supervision my appreciation for their hard day-to-day work that goes into a successful education program. Will you also express my gratitude to the Indian leaders for the fine cooperation of the Indian people in our education efforts.

I realize that our job is not completed. Now that we have broken the back of the out-of-school problem; we must direct our planning and efforts toward two major tasks - preventing the piling up of new out-of-school backlogs, and bridging the gap between the education level of Indians and non-Indians. I am concerned about how we can quickly advance the education level of Indians to a level commensurate with other citizens of our country. Indians cannot adjust and compete in our push-button world with others who have twice as much education. I realize too that bridging this educational gap between Indians and non-Indians in the face of the language and other social roadblocks in the way of Indian people places an added

burden on schools. I am pleased to note that you will be dealing with these problems. I shall look forward to reviewing the recommendations and plans that result from the joint study of these problems.

As you explore together the problems and develop recommendations for meeting future problems and plans, I would suggest that these major ideas be kept in mind:

First of all, our education plans should be developed in terms of the specific needs of each group in recognition of the great variation in educational levels from group to group and of individuals within a group.

Our education plans should aim to advance Indians consistently toward assuming the same educational responsibility for their children that is expected and required of other citizens.

Indians living in and contributing to the economy of a community on the same basis as non-Indians are entitled to receive educational services for their children in local public schools on the same basis as other children with no financial obligation on the part of the Bureau.

Our ultimate goal is educational competency for all Indians so that they can participate in the national life equally with other citizens.

In our planning we should not lose sight of the fact that all of our educational programs should aim at advancing Indians toward this eventual goal as rapidly as greater educational competency is acquired by them.

/s/ Glenn L. Emmons
Commissioner

Excerpts from Messages of Area Directors

"I do strongly feel that our educational programs must provide more and more for training of our Indian youth to acquire the skills and technical knowledge that are becoming more and more needed every year. We are continuously encountering situations where Indian workers lack the skills which are necessary in a highly technical society. It appears that we must devise means of putting more stress into vocational training, either following high school or in the upper high school grades. At a recent meeting held here in Minnesota which was sponsored by the Governor's Human Rights Commission for the purpose of discussing Indian affairs in Minnesota, it was stressed by one of the State officials the need for Indians to acquire those skills which are becoming more and more demanded of present day workers. It was, in fact, brought out that Indian people are finding it more and more difficult to find permanent employment opportunities unless they do have the skills and technical know-how demanded of present day workers."

"We often hear in reference to our Indian people that they are between two worlds. The inference is usually made that a person is either in the old world or the new world and that he must choose one or the other. Perhaps it would be more correct to say that many of our Indian people are somewhere in between the two worlds referred to and that the points may vary from individual to individual."

"It is known that the character of education changes with our society. Since we know the world of tomorrow will change from the world of today, we know the character of education will change. Indian education must keep pace. I foresee that the transfer of direct responsibility for Indian education from the Bureau or other Federal agency to the public schools will continue and in time there will be no special government schools. The need for training in fields requiring specialized technical knowledge will increase and the education of Indians will not only have to keep pace, but catch up with the rest of the population. The needs for liberal education cannot be overlooked."

"I mention the term total education - Indian education in the future must be more truly "total education" than ever before. Total education applies to all citizens, though we recognize that Indian people have in varying degree much catching up to do. In order that America continue to exist as a world leader, its citizens must be informed and be able to think for themselves. The cold war may be with us for decades to come. We cannot afford to relax or become complacent. No segment of our population can be overlooked.

"Yes, we all are between two worlds - yesterday's and tomorrow's. This is even more true for many of our Indian people. The key to our readiness in being ready to assume our responsibilities in the new world, whether Indian or non-Indian, is total education."

"More Indian children than ever before are receiving an education in public schools. This increase in school attendance in recent years is partially due to a greater desire of the children and more encouragement from their parents to obtain a better education. It is also brought about by the cooperation of educators, State, County, District, and local; and by public laws enacted by sympathetic and understanding Congressmen who have aided the districts where costs of educating Indian children living on tax-exempt lands are greater than can be cared for through normal sources of school revenue.

"In looking ahead to 1980, it is my opinion that we can confidently predict that no Bureau of Indian Affairs schools will be in operation in the Billings Area and that Indian children generally will be enrolled in public and parochial schools without segregation."

"Both Montana and Wyoming are proud of their Indian Educational programs, and rightly should be, for the records indicate that these States through good educational programs are doing much toward helping the Indian American to become valuable residents, assuming the full responsibilities and sharing the privileges of citizenship.

"Every encouragement will be continued to all eighth grade graduates to enroll in high school and to high school graduates to enroll in a post high school vocational school or college of their choice. Need for higher education will be made a part of the counseling programs in our District and State contracts in order that every Indian boy or girl may know the advantage and privileges of more education."

"It is my conviction that the schools of tomorrow must deviate from the present emphasis on teaching of purely academic subjects to include the teaching of young men and young women how to build character, dignity, a sense of honor, personal pride, and self-respect. Then the young men and young women will be better able to help develop a finer America for future generations."

"We must have faith in the capabilities of our Indian children and the Indian people in general. Likewise, we should encourage and assist them to have faith in themselves. We nor they should expect any less or any more than is expected from the general population. We should not point to those who are less able or less fortunate and say this is the level to expect; nor should we expect all to reach the level established by those who might be extremely able and successful. Indians are people and we should treat them so. They, in turn, should expect to be and act like normal citizens. They must

recognize that the cultural pattern followed by their parents and grandparents may have to undergo some changes where there is a direct conflict with patterns under a modern civilization."

"Is the school program content adequate to meet the needs of this group where the community and the home leave much to be desired for meaningful preparation for adult living and this gap must be met elsewhere, very largely in the school perhaps, if it is ever to be provided at all?"

"Are school administrators really administering or are they dissipating their energies on a lot of unimportant details that someone else on the staff can do as well or even better? Programs in education or in any other branch of the Bureau of Indian Affairs will never attain their full worth until we can get across the idea effectively that we as administrators should administer - help others to get the job done without our actually physically doing the work ourselves."

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